

NFAC 6025-81

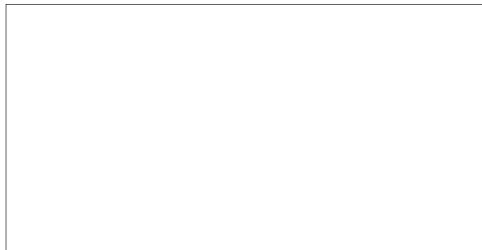
24 September 1981

MEMORANDUM FOR: Executive Officer, NIC

SUBJECT: Senior Review Panel Comments on September 1981
Draft of NIC Procedures: Production of Interagency
Intelligence Assessments (as circulated 18 September)

1. The SRP has reviewed the revised draft and considers it a substantial contribution to orderly and effective procedures compatible with the needs of the DCI and users of interagency intelligence assessments.

2. We believe that the provisions for SRP involvement in these procedures (pages 3, 8, and 9) are workable and are prepared to cooperate fully and in a timely manner. We also welcome the provision on page 8 for an oral or written response by the NIE Chairman to SRP comments on Concept Papers and TORs. The Panel's comments on first drafts of completed papers have frequently concerned major issues of substance or conformity with agreed Concept Papers and TORs, and we wonder whether it would not be appropriate to add toward the bottom of page 9 a paragraph similar to that on page 8 calling for an oral or written response to SRP comments.



William Leonhart

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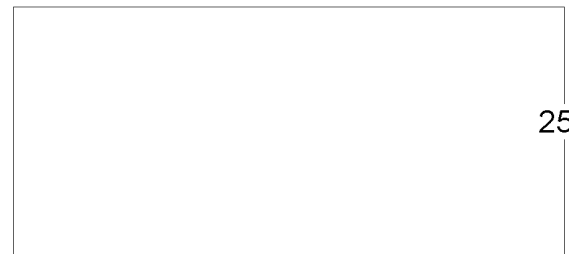


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cc: DD/NFA
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MEMORANDUM FOR:

Dir. Teak

Please be good enough to take a final look at the attached draft procedures directive--somewhat expanded since the previous version to take into account many helpful comments received--before it is promulgated as official operating procedures. I plan to publish it in final version by mid-week next week and will need any last-minute suggestions from you before then.



Date 18 September 81

D R A F T

September 1981

NIC PROCEDURES: PRODUCTION OF
INTERAGENCY INTELLIGENCE ASSESSMENTS

This directive provides specific guidance on the process of preparing National Intelligence Estimates (NIEs), Special National Intelligence Estimates (SNIEs), and Interagency Intelligence Memoranda (IIMs). It spells out the detailed steps by which the National Intelligence Council and other units involved in producing estimates will apply the new procedures for interagency intelligence production that were discussed at NFIB on 21 July 1981 and subsequently promulgated by the DCI in his Memorandum to NFIB of 30 July 1981 (copy attached).

I. Fast-Track Procedures

Fast-track procedures are used in producing estimates (SNIEs and some IIMs) under the pressure of short deadlines. As the 30 July memorandum indicates, normally Category "A" SNIEs will be produced within one week (i.e., five working days from inception to NFIB approval) and Category "B" SNIEs in three weeks. On occasion these time periods will have to be compressed or expanded to meet specific needs. Deadlines for fast-track IIMs will vary from project to project; in producing them the procedures described below will generally apply. (IIMs, however, usually are approved for publication by C/NIC after the NFIB Representatives have coordinated them and are not reviewed at NFIB Principals' meetings. Those IIMs to be issued by the DCI do require NFIB Principals' concurrence, which is obtained through the Executive Secretary, NFIB.)

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A. Stage 1 -- Project Definition (Cat. A: 1 day or less; Cat. B: 3 days or less)

- The request for a SNIE is received and brought to the attention of C/NIC and the DCI.
- Once the DCI approves going ahead, C/NIC names an NIO (or another senior officer) as SNIE Chairman; notifies NFIB Principals and the NFIB Executive Secretary (by LDX or telephone) that work is beginning; and asks that each Principal name a single Representative fully empowered to speak for him in matters pertaining to that paper.
- The SNIE Chairman, in consultation with C/NIC and NFIB Representatives, identifies a principal drafter of (and perhaps other contributors to) the paper; establishes a production schedule; and alerts units responsible for text preparation (NIC Support Branch, OCO) and dissemination (Control Branch, OCO).*

* OCO's Control Branch [] disseminates interagency intelligence papers for the NIC, including initial Concept Papers and TORS, all drafts, and the finished publications. For all such papers, and especially for those produced under fast-track procedures, it is imperative that Control Branch be given as much advance notice as possible along with specific instructions as to the priority of each transmittal. Each distribution requires the preparation of documentation to ensure delivery according to prescribed security procedures, and deliveries must be accomplished via the Office of Logistics' regularly scheduled courier runs. All of this takes time. On occasion, OCO can arrange special courier runs, but this is difficult to do and should be considered only on an emergency basis.

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- The SNIE Chairman and principal drafter prepare a draft Concept Paper and Terms of Reference (TORs) for the estimate; clear them with C/NIC and the DCI; and coordinate them with the NFIB Representatives (by LDX or telephone).

B. Stage 2 -- Draft Preparation (Cat. A: 2 days or less; Cat. B: 5 days or less)

- The principal drafter prepares a first draft under the direction of the SNIE Chairman.
- The drafter (or SNIE Chairman) arranges for the text to be transcribed into the OCO text processing system and edited by the NIC Support Branch and informs the Branch of any graphic needs.
- The draft is reviewed by C/NIC, VC/NIC, AC/NIC, appropriate AG officers, and the Senior Review Panel (usually simultaneously rather than sequentially, in the interests of time).
- A revised draft based on reviewers' suggestions is usually prepared and the OCO text is updated accordingly.

C. Stage 3 -- Representatives' Coordination (Cat. A: 2 days or less; Cat. B: 5 days or less)

- When a draft acceptable to both the SNIE Chairman and C/NIC is ready, it is distributed (normally by LDX or by special pickup arrangements) to the NFIB Representatives.

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- For Category "A" SNIEs, a meeting of Representatives to coordinate the paper may be called by the SNIE Chairman if time permits; more often, the Representatives will coordinate by telephone.
- For Category "B" SNIEs, a Representatives' coordination meeting will generally be convened within five working days of the draft's distribution.
- The SNIE Chairman provides the coordinated draft and the text of any proposed dissents to the DCI for his review.
- The SNIE Chairman, in consultation with C/NIC, determines whether to recommend to NFIB that the paper be released to foreign governments and communicates his decision to OCO's NIC Support Branch and to NFAC's Foreign Liaison Staff (CIA's central point of contact for exchanging substantive intelligence with selected allies and for providing substantive intelligence support to the field).

D. Stage 4 -- NFIB Principals' Review*

- Once the DCI approves the draft for circulation to NFIB Principals, the SNIE Chairman transmits it to the Executive Secretary, NFIB, for rapid distribution.

* This stage is omitted for most IIMs.

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- After a short period of time for Principals' review of the text (usually a day or two, but longer if deadlines permit), the SNIE Chairman asks the Executive Secretary of NFIB to conduct a telephone poll of the Principals on Category "A" SNIEs. Category "B" SNIEs will be considered at the next regular meeting of NFIB, if such a meeting is scheduled which will permit the deadline to be met. Otherwise a special meeting may be called.
- For those SNIEs tabled at an NFIB meeting, the SNIE Chairman prepares a talking points memorandum for the DCI's information (separate copy to Executive Secretary, NFIB) prior to the meeting. This should describe the genesis of the paper, highlight key substantive issues that arose during the paper's production, etc.
- The SNIE Chairman attends NFIB, presents the paper to the Board, and seeks NFIB's guidance on releasing the text to foreign governments. The principal drafter may, at the SNIE Chairman's initiative and C/NIC's concurrence, also attend the meeting.
- The SNIE Chairman informs NIC Support Branch and Foreign Liaison Staff of NFIB's decision regarding release of the paper to foreign governments.
- After NFIB action on the paper, the SNIE Chairman reconvenes the Representatives to provide feedback on the NFIB review of the paper and to identify and propose remedial action on residual intelligence collection, analysis, or production problems raised by the paper.

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E. Stage 5 -- Final Production

- The SNIE Chairman or drafter provides copies of a recommended distribution list for the published SNIE to NIC Support Branch and to Control Branch, OCO.
- NIC Support Branch arranges for the text and any graphics to be printed.
- The SNIE Chairman or drafter reviews a proof copy of the final paper and approves its publication and dissemination.
- If NFIB has approved passing the paper to foreign governments, the SNIE Chairman provides for the preparation of a suitably sanitized version.
- The SNIE Chairman completes the Development File, the permanent record of how the estimate was produced, containing key correspondence and other documents marking important milestones in the paper's preparation.

II. Regular Procedures

Because NIEs generally will be longer, more complex, and somewhat less time-sensitive than SNIEs, procedures for producing them provide longer intervals for writing, reviewing, and coordinating them. This will also be true for most (but not all) IIMs, which usually will also be prepared under the

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procedures described below. (IIMs, however, generally are approved for publication by C/NIC after the NFIB Representatives have coordinated them and are not usually reviewed at NFIB Principals' meetings. Those few IIMs to be issued by the DCI do require the concurrence of the Principals, which is obtained through the Executive Secretary, NFIB.)

The NIC produces two types of NIEs. Category I NIEs are those papers that address a topic, region, or country on a one-time or aperiodic basis, and which usually are scheduled well in advance as a result of the NIC production planning process or the request of a senior policymaker or NFIB Principal. Category II NIEs are those that are usually produced periodically or under a standing requirement for estimative treatment of a particular topic at fixed intervals (e.g., the NIE 11-3/8 and NIE 11-14 series).

A. Stage 1 -- Project Definition (Duration: usually 1-2 weeks)

- Chairman NIC designates an NIO (or another senior officer) as NIE (or IIM) Chairman.
- The NIE Chairman notifies NFIB Principals (by memo or by telephone) that work on the estimate is beginning and asks each to name a single Representative fully empowered to speak for the Principal in the preparation of the estimate.
- The NIE Chairman, in consultation with C/NIC and the Representatives, identifies a principal drafter of (and perhaps other contributors to)

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the paper; establishes a production schedule; and alerts units responsible for text preparation and editing (NIC Support Branch, OCO) and dissemination (Control Branch, OCO).*

- The NIE Chairman and drafter prepare a draft Concept Paper and Terms of Reference (TORs) for the estimate; clear them with C/NIC, VC/NIC, AC/NIC, appropriate AG officers, the particular policy officers concerned with the paper, the Senior Review Panel, and the DCI.**

// • The NIE Chairman responds orally or in writing to the comments made by the Senior Review Panel.

- The draft TORs and Concept Paper are sent to the NFIB Representatives, who generally should have a week to review them with their Principals before a coordination meeting occurs.
- The NIE Chairman convenes a meeting of Representatives to coordinate the TORs and Concept Paper and to formalize drafting responsibilities among the NFIB agencies.
- Should circumstances require major changes in the scope or focus of the estimate thereafter, the NIE Chairman ensures that the DCI and the NFIB Principals are made aware of the changes and approve them.

* See footnote on page 2 of this directive.

// ** At such time as the NIC is fully staffed, an internal NIC panel system for the review of estimative drafts will be instituted.

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B. Stage 2 -- Draft Preparation (Duration: usually 4 to 6 weeks)

- The principal drafter prepares a first draft of the estimate under the direction of the NIE Chairman. (For longer NIEs, the draft will include both the body of the estimate itself, which becomes Volume II, or Supporting Analysis, in the published NIE, and the Key Judgments, which become Volume I.)
- The NIE Chairman or the drafter arranges for the text to be transcribed into the OCO text processing system via the NIC Support Branch, OCO, and informs it of preliminary plans for graphics in the paper.
- The first draft is reviewed by C/NIC, VC/NIC, AC/NIC, appropriate officers of the AG, and the Senior Review Panel.*
- New or revised drafts will (usually) need to be prepared that take into account the comments of the reviewers listed above. The successive drafts are fed into OCO's text processing system to update the basic draft as necessary. This process continues until the draft is fully satisfactory as far as the NIE Chairman and C/NIC are concerned.

// * At such time as the NIC is fully staffed, an internal NIC panel system for the review of estimative drafts will be instituted.

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C. Stage 3 -- Representatives' Coordination

- The NIE Chairman disseminates (via OCO Control Branch) copies of the revised draft to the NFIB Representatives, who usually will have two weeks to review the draft in detail and consult their Principals.
- The NIE Chairman convenes a coordination meeting of the Representatives, who meet on consecutive working days as required to coordinate the full text and to define any areas of substantive disagreement that may exist.
- Once coordination is achieved, IIM drafts are referred to C/NIC for approval to publish. (See Stage 5 below.)
- Once NIE drafts have been coordinated, the NIE Chairman sends the coordinated text together with the text of any proposed dissents (or explanations of issues where a formal dissent is likely) to the DCI for approval to circulate the text to NFIB Principals and put the estimate on the NFIB meeting agenda.

D. Stage 4 -- NFIB Principals' Review*

- When the DCI approves the draft NIE for distribution to NFIB Principals, the NIE Chairman asks OCO Control Branch to provide copies of the text to the Executive Secretary of NFIB, who circulates it to all Principals and places the estimate on the NFIB meeting agenda.

* This stage is omitted for most IIMs.

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- The NIE Chairman, in consultation with C/NIC, determines whether to recommend that NFIB authorize releasing the estimate to foreign governments and communicates his decision to OCO's NIC Support Branch and NFAC's Foreign Liaison Staff (CIA's central point of contact for exchanging substantive intelligence with selected allies and for providing substantive intelligence support to the field).
- The NIE Chairman prepares a background memorandum for the DCI's use at NFIB (separate copy to Executive Secretary, NFIB) that describes the genesis of the paper, highlights key substantive issues that arose during the paper's preparation, etc. (This memorandum is provided to the Chief, Interdepartmental Affairs Staff, OPP by noon on the Friday preceding the NFIB meeting date for inclusion in the DCI's briefing book for the meeting.)
- The NIE Chairman attends NFIB and, at his initiative and with C/NIC's concurrence, may be accompanied by the principal drafter of the paper. At NFIB the NIE Chairman introduces the paper and seeks the Board's guidance on releasing it to foreign governments.
- After NFIB, the NIE Chairman informs NIC Support Branch, OCO, and the NFAC Foreign Liaison Staff of NFIB's decision regarding release of the paper to foreign nationals.

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- After NFIB, the NIE Chairman reconvenes the Representatives to effect any necessary cleanup work on Volume I or Volume II; to provide the Representatives with feedback on the NFIB Principals' meeting on the paper; and to conduct a post-mortem on the paper to identify intelligence collection, analysis, or production problems or gaps concerning the estimate and to suggest steps to correct them.
- NIE Chairman gets approval from C/NIC to initiate action to implement steps proposed by Representatives to address intelligence problems and gaps.
- NIC Support Branch arranges for final editing and printing of the text and accompanying graphics.
- The NIE Chairman or drafter reviews a proof copy of the printed paper and gives final approval for proceeding with publication and dissemination.
- If NFIB has approved passing the estimate to foreign governments in sanitized form, the NIE Chairman works with NIC Support Branch, OCO, to prepare such a version (or versions) of the estimate.
- The NIE Chairman completes the compilation of a Development File, the permanent record of how and why the estimate was produced, containing all key correspondence and other documents marking important milestones in the estimate's production.

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ATTACHMENTS:

DCI Memorandum to NFIB, 30 July 1981

Sample transmittal memo to NFIB Representatives

Sample Memorandum to C/NIC for Approval of IIM

Sample Talking Points Memorandum to DCI

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